



City of Frisco, Texas **2006 COMPREHENSIVE PLAN**

Chapter 4: *Land Use Strategy*

APRIL 18, 2006

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2006 COMPREHENSIVE PLAN

“Ultimately, the best way to preserve natural habitat is through the excellent design of human habitat.”

- David Goldberg, Smart Growth America

Introduction

The right of a municipality to coordinate growth is rooted in its need to protect the health, safety and welfare of local citizens. An important part of establishing the guidelines for such responsibility is the *Land Use Strategy*, which establishes an overall framework for the preferred pattern of development within Frisco. Specifically, the *Land Use Strategy* designates various areas within the City for particular land uses, based principally on the specific land use policies outlined herein. The *Land Use Strategy* is graphically depicted for use during the development plan review process with the *Future Land Use Plan* (Plate 4-2, page 4.10), the *Land Use Strategy* should ultimately be reflected through the City's policy and development decisions. The *Future Land Use Plan* is not a zoning map, which deals with specific development requirements on individual parcels. The zoning map and changes in zoning should, however, be based on the *Land Use Strategy* and related *Future Land Use Plan*. In general, the *Land Use Strategy* is intended to be a comprehensive blueprint of Frisco's vision for its future land use pattern.

From an agriculturally rich farming community to one of the fastest growth communities in the United States, Frisco has evolved to become a major City in the Dallas-Fort Worth Metroplex. The City's land use pattern has experienced marked changes in the last 10 to 15 years. The opportunity to make Frisco a unique and sustainable community is now—enough population growth has occurred so that people are engaged in the process, and a significant amount of land is yet to be developed. This *Land Use Strategy* has been written to achieve the following:

- ❖ Address the needs of the City as a whole.
- ❖ Address the concerns and issues raised by the Comprehensive Plan Advisory Committee and the general public throughout this planning process.
- ❖ Provide policy guidance in keeping with the *Principles & Actions* (Chapter 3).
- ❖ Ensure that Frisco is a unique and sustainable community that ages well and gracefully.

This *Land Use Strategy* is divided into several sections. First is a discussion of the City's current land use characteristics, within the City itself and also within the extraterritorial jurisdiction (ETJ). To supplement this discussion, *Plate 4-1* (page

CHAPTER 4: LAND USE STRATEGY





4.4) graphically depicts Frisco's present land use pattern. The second section is an explanation of the *Future Land Use Plan*. This map, *Plate 4-2* (page 4.10), will help guide land use decisions within the City. The explanation of the *Future Land Use Plan* includes a description of each category used to establish the recommended pattern of land uses. Third is a discussion of the City's projected population growth, and its anticipated population at its build-out configuration, based on the *Future Land Use Plan*. Finally, the fourth section outlines the land use policies, which should be used in conjunction with the *Future Land Use Plan* to guide land use decisions as the growth, development, and perhaps redevelopment, occurs.

Existing Land Use Characteristics

Land Within the City of Frisco

Prior to establishing the land use pattern for future growth and development, the existing land use pattern within Frisco must be considered (the City's extraterritorial jurisdiction "ETJ" area is discussed in the following section). *Table 4-1* contains information on the various types of land uses and how they are currently developed in Frisco by number of acres, percentage of acres (developed and total), and acres per 100 persons. The following list outlines significant characteristics of Frisco's current land use pattern. These characteristics are supported by *Table 4-1* and the *Existing Land Use map, Plate 4-1* (page 4.4).











<p><i>Table 4-1</i> EXISTING LAND USE – ACREAGES & PERCENTAGES City of Frisco, Texas</p>					
Land Use Category		Acreage	Percent of Developed Acreage	Percent of Total Acreage	Acres Per 100 Persons*
Residential	Single-Family	7,919	44.0%	20.5%	9.94
	Multiple-Family	294	1.6%	0.8%	0.37
Public/Semi-Public	Parks & Open Space	1,012	5.6%	2.6%	1.27
	Public	2,806	15.6%	7.2%	3.52
	Utilities	43	0.2%	0.1%	0.05
Non-Residential	Office	194	1.1%	0.5%	0.24
	Retail/Commercial	1,756	9.8%	4.5%	2.20
	Industrial	191	1.1%	0.5%	0.24
Right-of-Way		3,785	21.0%	9.8%	4.75
Total Acreage Developed		18,000	100.0%	46.5%	22.58
Agricultural/Vacant		20,718	—	53.5%	25.99
Total Acreage Within the City		38,718	—	100.0%	48.58

*Based on population of 79,702 people from Frisco's Planning & Development Services Department as of September 2005.

- Major features include the Dallas North Tollway, Main Street, Preston Road, and large creeks including Panther Creek, Stewart Creek, Cottonwood Branch Creek, Parvin Branch Creek, and Rowlett Creek.
- Forty-four percent of the developed land is consumed by single-family residential land uses. This category accounts for the highest amount of developed acreage.
- Public uses and rights-of-way also account for large percentages of the land used in Frisco.
- Retail uses account for almost 10 percent of the developed acreage. This large amount of retail is discussed in detail within the *Land Use Policies* section under Policy #2.





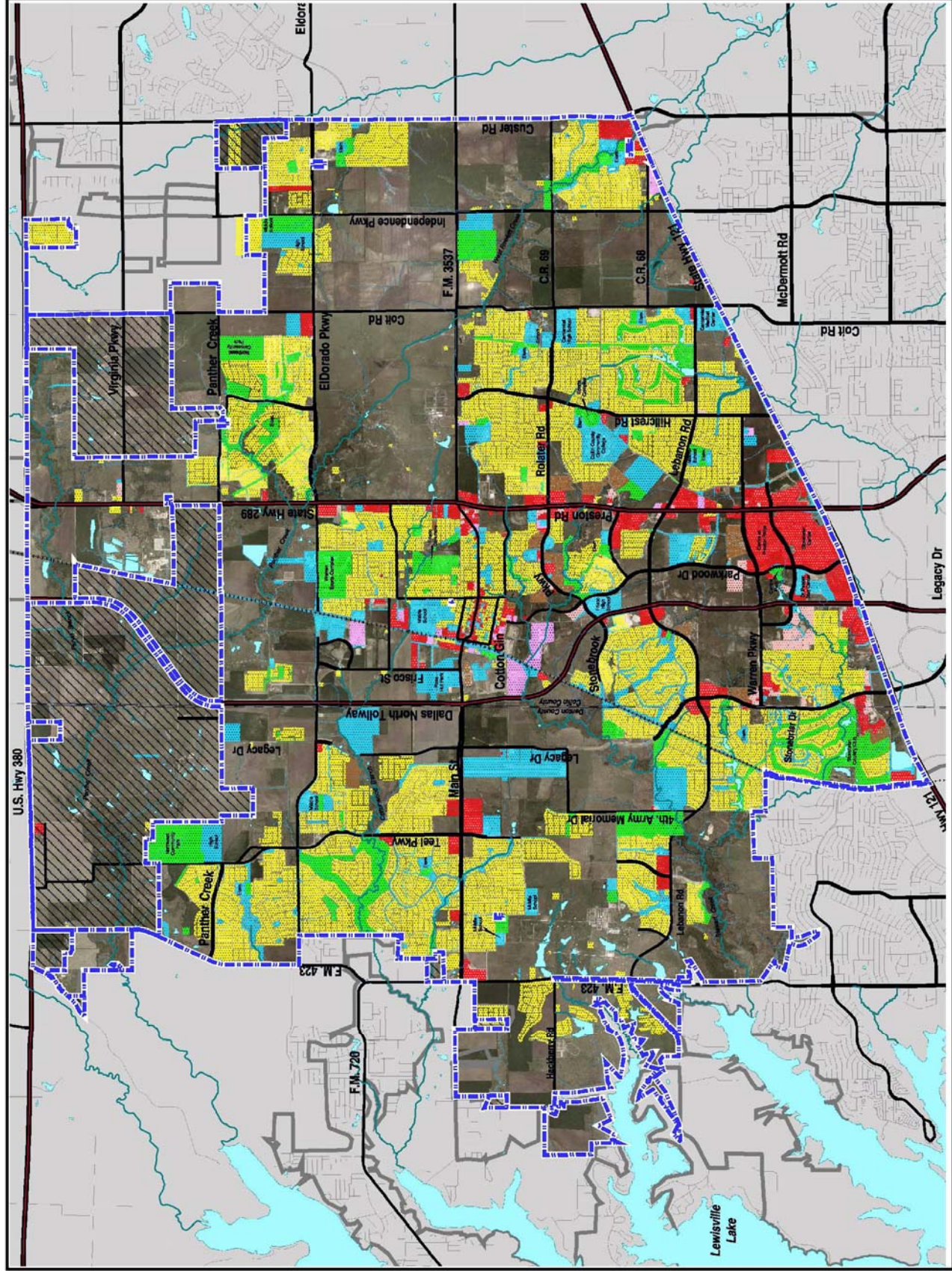
- | | | | | | | | | | |
|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|
| Single Family | Multi-Family | Office | Parks & Open Space | Public/Semi-Public | Retail | Industrial | Vacant / Agriculture | Frisco E.T.J. | Frisco City Limits |
|  |  |  |  |  |  |  |  |  |  |

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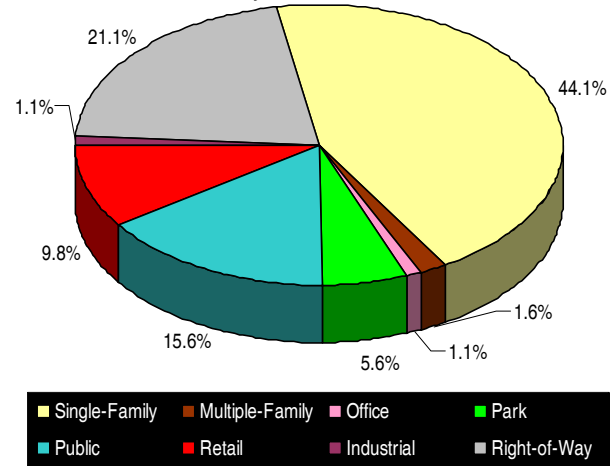
Frisco GIS
Department of Information Technology





- There are approximately 1.27 acres of parks and open space for every 100 people in the City. The recommended park acreage is between 1.13 and 1.95 acres per 100 persons⁴⁻¹. Frisco is therefore within the recognized standard for park and open space allocation.
- There are 2.20 acres of land used for retail/commercial development per every 100 people in Frisco. This is an extremely high ratio. An average retail ratio is 0.5 acres per 100 persons⁴⁻². A higher ratio, between 0.6 to one acres per 100 persons, is usually indicative of a city that provides a regional marketplace. The fact that Frisco has 2.20 acres per 100 persons indicates that retail uses within the City have a regional draw. An example of this is Stonebriar Centre. However, this fact may also indicate that retail uses are being over-developed for a market that may not be sustainable. This is discussed in further detail under Policy #2, page 4.21.
- Approximately 46 percent of Frisco is developed.
- Much of the land in north and east Frisco remains vacant.
- Much of the remaining vacant land is held in relatively large patterns of ownership. The percentage of vacant/agricultural acreage is over 53 percent. This amount of acreage provides ample opportunity to implement the policies of this *Land Use Strategy*, as well as to accommodate future population growth within the City limits.

Figure 4-1
EXISTING LAND USE – PERCENT OF DEVELOPED ACREAGE
City of Frisco, Texas



⁴⁻¹ Page 55 of the City's draft (November 2004) Parks, Recreation & Open Space Master Plan.

⁴⁻² Derived from a study conducted by Dunkin, Sefko & Associates, Inc. of over 33 client cities in Texas.



Land Within Frisco's ETJ

As discussed within the *Snapshot of the City*, Frisco has limited extraterritorial jurisdiction (ETJ) rights. These rights are limited due to the fact that the City is surrounded on all sides by other municipalities. However limited, the ETJ area does provide some land for Frisco to geographically grow in the future—the City can expand its boundaries through annexation of any adjacent portion of its ETJ. Therefore, the City of Frisco could eventually include all of the current ETJ area. Given these reasons, it is important for land uses within the ETJ to be delineated. The land use allocation for the ETJ has been shown in *Table 4-2* and on *Plate 4-1* (page 4.4). It should be noted that the *Acres Per 100 Persons* category has not been included because the actual population in Frisco's ETJ is not known. The following bullet points outline significant characteristics of the current land use pattern in the ETJ.

- The largest amount of ETJ area is along the City's northern boundary.
- County and State rights-of-way account for over 78 percent of the developed land in the ETJ.
- Other uses account for nominal percentages of the developed land—even single-family uses account for only 12 percent.
- An extremely large percentage of the land within the ETJ remains vacant or agricultural—specifically over 93 percent of the land falls within this category.

Figure 4-2
EXISTING LAND USE – PERCENT OF DEVELOPED ACREAGE
City of Frisco's ETJ

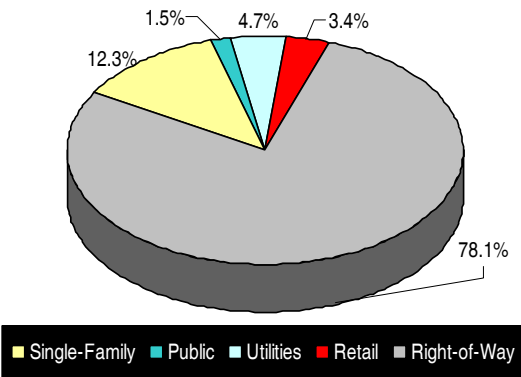


Table 4-2 EXISTING LAND USE – ACREAGES & PERCENTAGES City of Frisco's Extraterritorial Jurisdiction (ETJ) (Only)			
Land Use Category	Acreage	Percent of Developed Acreage	Percent of Total Acreage
Single-Family	50	12.3%	0.8%
Public	6	1.5%	0.1%
Utilities	19	4.7%	0.3%
Retail	14	3.4%	0.2%
Right-of-Way	318	78.2%	5.2%
Total Acreage Developed	407	100.0%	6.7%
Agricultural/Vacant	5,709	—	93.3%
Total Acreage Within the ETJ	6,116	—	100.0%

Future Land Use Plan

Purpose

The *Future Land Use Plan*, Plate 4-2 (page 4.10), has been drafted as the result of numerous meetings with the public, the Comprehensive Plan Advisory Committee (CPAC), and City staff. **The *Future Land Use Plan* is not a Zoning Map, and it does not directly affect the regulation of land within Frisco or the ETJ.** The *Future Land Use Plan* provides a graphic depiction of Frisco's ideal land use pattern. It should be used by the City to guide decisions on proposed zoning/development and development standards in the future. It should be noted that while the *Future Land Use Plan* itself is an integral part of the *Land Use Strategy*; the land use policies that support the *Future Land Use Plan* are also important. These policies are contained in the following section of this *Land Use Strategy*. The subsequent paragraphs, related map colors, and pictures are provided to clarify the various land use types shown on the draft *Future Land Use Plan*.

Land Use Categories

RESIDENTIAL



Areas with this use are primarily intended for traditional, single-family detached dwelling units. It is generally accepted knowledge that this type of residential product will continue to be predominant in Frisco.

However, this land use category also is intended to allow for the integration of housing types other than single-family detached, such as patio homes, town homes, and quadriplex units that are designed to resemble large houses. Existing residential development in Frisco is differentiated from future recommended residential areas on the *Future Land Use Plan* (as the colors above show and as can be seen on Plate 4-2, page 4.10). The various existing zoning districts that relate to this land use designation include:

- ❖ RE – Residential Estate
- ❖ SF-1 – Single-Family Residential District – 1
- ❖ SF-2 – Single-Family Residential District – 2
- ❖ SF-3 – Single-Family Residential District – 3
- ❖ SF-4 – Single-Family Residential District – 4
- ❖ SF-5 – Single-Family Residential District – 5
- ❖ PH – Patio Home District



- ❖ TH – Townhome District
- ❖ 2F – Two-Family Residential (Duplex) District
- ❖ MF-1 – Multiple-Family District – 1
- ❖ MF-2 – Multiple-Family District – 2
- ❖ MH – Mobile Home District

TECHNOLOGY

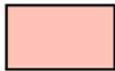


Areas with this use are intended for research and technology complexes, light assembly and manufacturing, laboratory facilities, and service uses, including distribution services. This land use is a “hybrid” of the office and industrial land use categories—more intense than the office land use category, but less than the industrial. Uses should be compatible next to residential with appropriate screening. Uses with outside storage should not be permitted in these areas. The various existing zoning districts that relate to this land use designation include:



- ❖ IT – Information & Technology District
- ❖ CO – Corporate Office District

OFFICE



Areas with this use are intended for office complexes, similar to Frisco’s Hall Office Park, as well as small-scale offices (i.e., one- or two-story, and resembling homes or retail areas), such as doctors’, lawyers’, and realtors’ offices. Corporate headquarters and information-technology businesses are also envisioned, but there would be no manufacturing as there may be within the areas designated for *Technology* use. The various existing zoning districts that relate to this land use designation include:

- ❖ O-1 – Office District – 1
- ❖ O-2 – Office District – 2
- ❖ H – Highway District
- ❖ CO – Corporate Office District





RETAIL



Areas with this use are intended to provide for a variety of retail trade, personal and business services and establishments. Examples include restaurants, shops, shopping malls, and the like. These areas would be consistent with current retail development in Frisco, but future developments would have increased connectivity with surrounding development, especially with residential development. The various existing zoning districts that relate to this land use designation include:

- ❖ NS – Neighborhood Service District
- ❖ R – Retail District
- ❖ C-1 – Commercial District – 1
- ❖ C-2 – Commercial District – 2
- ❖ H – Highway District



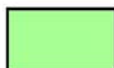
PUBLIC/SEMI-PUBLIC



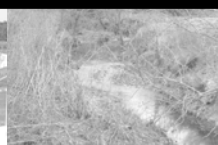
Areas with this land use designation are representative of uses that are educational, governmental or institutional in nature. Public/semi-public uses are generally permitted within any area. The public/semi-public uses shown on the *Future Land Use Plan* represent only those that are currently in existence. These uses are permitted in any of the City's existing zoning districts.



PARKS & OPEN SPACE



Areas with this land use designation are representative of parks and open spaces that are currently in existence, with the exception of Grand Park. This designation also includes private recreation areas, such as golf courses (these are shown in a light green color as shown above and on the *Future Land Use Plan*, Plate 4-2, page 4.10). Like public/semi-public uses, parks and open spaces are permitted within any area of the City. These uses are permitted in any of the City's existing zoning districts.





City of Frisco, Texas

Future Land Use Plan

Residential*

Technology

Office

Retail

Public/Semi-Public

Parks & Open Space

Private Recreation

Mixed Use Residential

Mixed Use Non-Residential

Transit-Oriented Development

Original Town Residential

Original Town Commercial

Industrial

Floodplain / Open Space

Rail

NOTE: Parks and open spaces are intended to be located in a variety of locations, including along major roads, transit corridors, and townships.

NOTE: The Residential category is intended to include a variety of residential uses, including single-family, multi-family, and townhomes.

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Plate 4-2

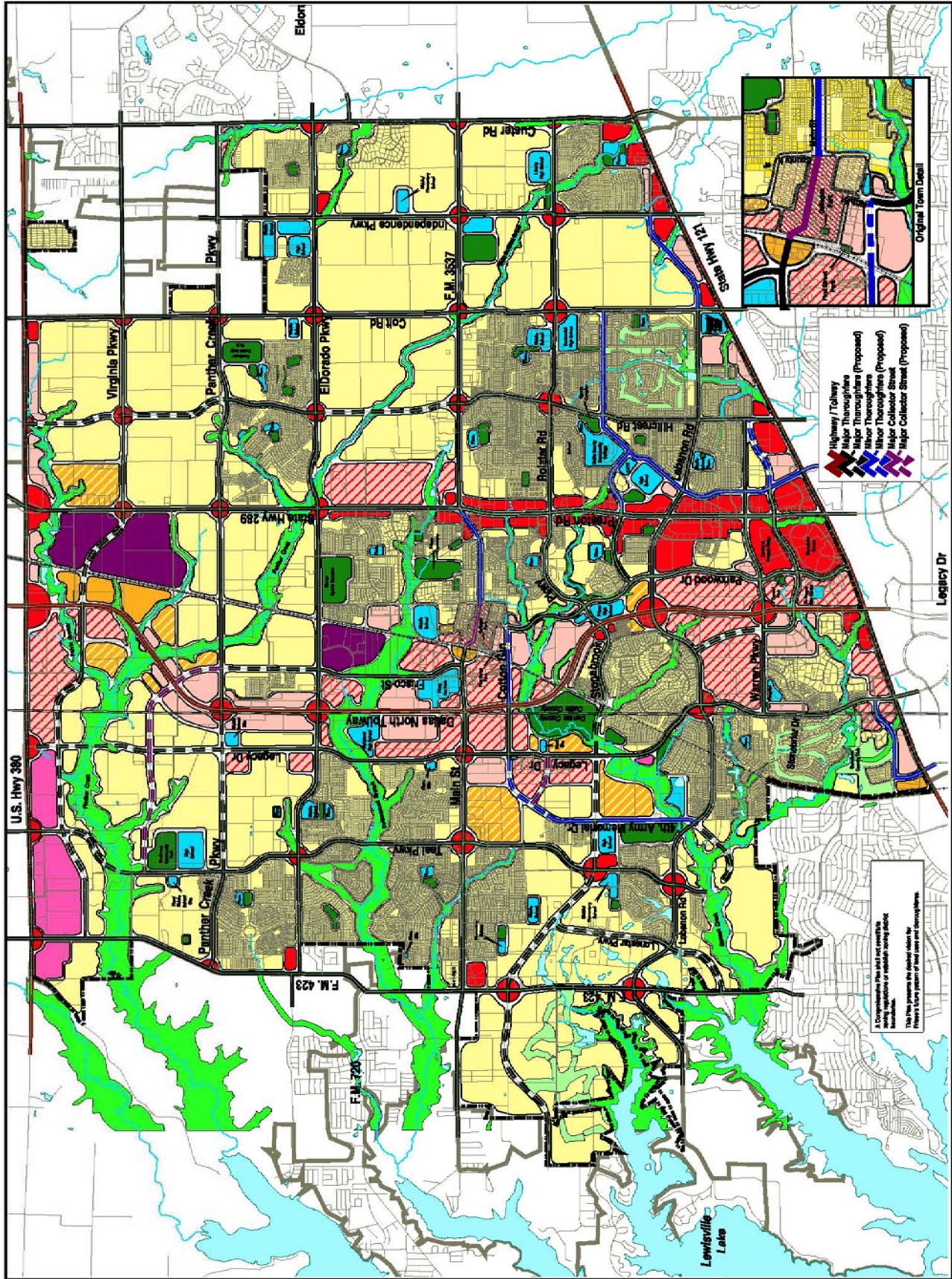
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MIXED USE RESIDENTIAL



Areas with this land use designation are intended for a mixture of residential and non-residential uses. They are referred to as *Mixed Use Residential* because it is envisioned that the residential component of such areas would be a greater percentage than the non-residential component. Approximately 80 percent of the acreage or square footage of any proposed development should be residential, with the remaining 20 percent of the acreage or square footage non-residential. Acreage would apply in a horizontal mixed use development, while square footage would apply in a vertical mixed use development. Austin Ranch (in The Colony), West Village (in Dallas), Kentlands (in Maryland) and Addison Circle are examples of this type of use. Mixed use areas are intended to provide flexibility for the City and the development community.



The West Village in Dallas – An Example of Vertical Mixed Use



Celebration in Florida – An Example of Horizontal & Vertical Mixed Use



Kentlands in Maryland – An Example of Horizontal & Vertical Mixed Use

It should be noted, however, that this land use designation is not intended to provide for a large amount of multiple-family development or garden-style apartments⁴⁻³ (see related Policy #2). Multiple-family should only be permitted in these areas within an integrated vertical mixed use development. When multiple-family uses are provided, the ratio of multiple-family to retail/office should be approximately three square feet of multiple-family to every one square foot of retail/office.

⁴⁻³ For the purposes of this *Land Use Strategy*, multiple-family is defined as traditional, apartment developments (also referred to as garden apartments) and buildings. This term does not include townhomes or quadriplexes.

This land use designation does not relate directly to any of the City’s current zoning districts. Therefore, a new zoning district may be needed to implement this type of land use (refer to the *Implementation Strategy*, Chapter 8, for more discussion). Use of a Planned Development (PD), which is an option in Frisco’s current zoning ordinance, would also likely be an effective way to achieve a *Mixed Use Residential* development.

MIXED USE NON-RESIDENTIAL

Areas with this land use designation are intended for a mixture of non-residential and residential uses. They are referred to as *Mixed Use Non-Residential* because it is envisioned that the non-



residential component of such areas would be greater percentage than the residential component. Specifically, approximately 80 percent of the acreage or square footage any proposed development should be non-residential, with the remaining 20 percent of the acreage or square footage residential. Acreage would apply in a horizontal mixed use development, while square footage would apply in a vertical mixed use development. Frisco Square and Southlake’s Town Center are examples of *Non-Residential Mixed Use*. Mixed use areas are intended to provide flexibility for the City and the development community.

It should be noted that like the description for *Mixed Use Residential* above, this land use designation is also not intended to provide for a large amount of multiple-family⁴⁻⁴ development (see related Policy #2). Multiple-family should only be permitted in these areas within an integrated vertical mixed use development. When multiple-family uses are provided, the ratio of multiple-family to retail/office should be approximately three square feet of multiple-family to every one square foot of retail/office. See *Image 4-1* on the following page for further explanation for the way in which a proposed Mixed Use Non-Residential development would be calculated.

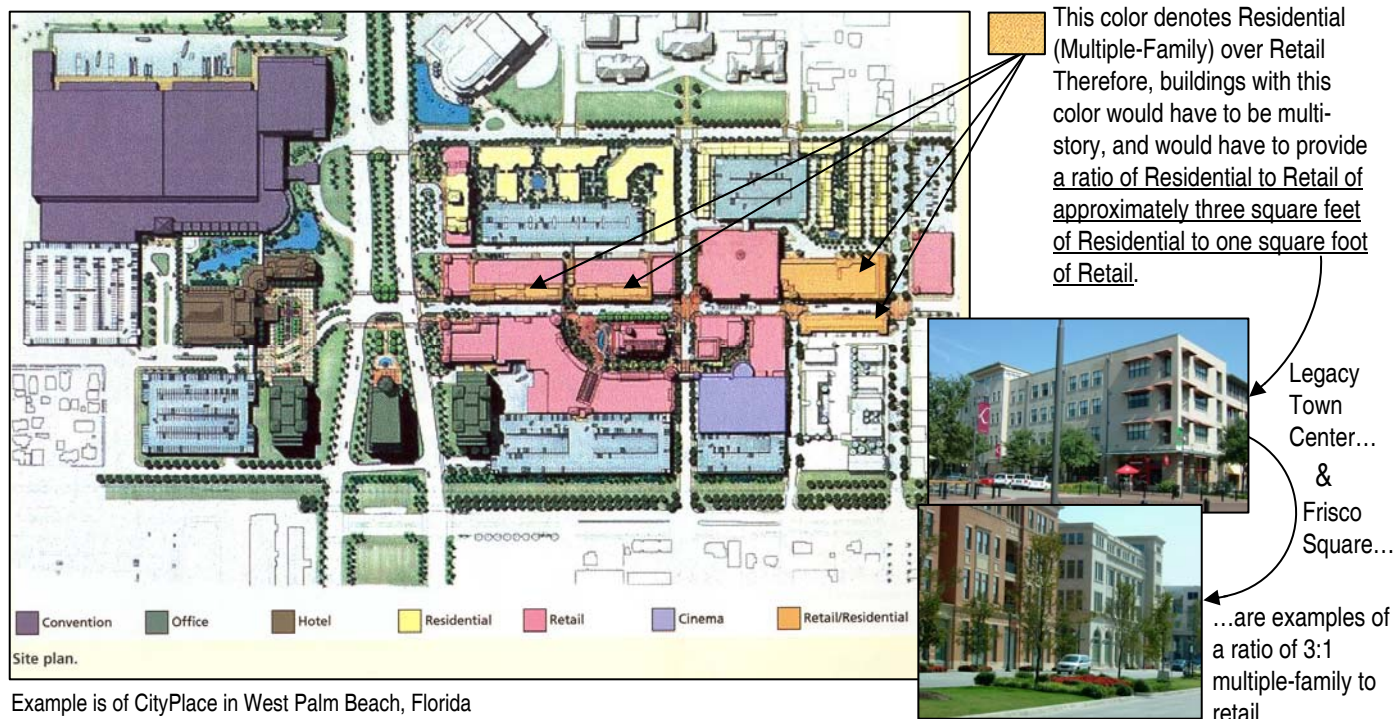
As was stated with regard to the *Mixed Use Residential* land use designation, the *Mixed Use Non-Residential* land use designation also does not relate directly to any of the City’s current zoning districts. The Highway (H) District may provide a straight zoning district for this type of development to occur along State Highway 121. However, a new zoning district may be needed to implement this type of land use (refer to the *Implementation Strategy*, Chapter 8, for more discussion) in other areas of Frisco. Use of a Planned Development (PD), which is an option in Frisco’s current zoning ordinance, would also likely be an effective way to achieve a *Mixed Use Non-Residential* development.

⁴⁻⁴ Ibid.



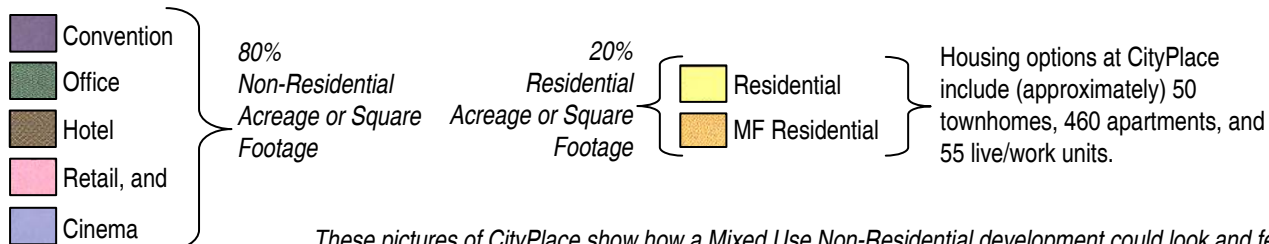
Image 4-1

EXAMPLE OF A MIXED USE NON-RESIDENTIAL DEVELOPMENT & RELATED CALCULATIONS

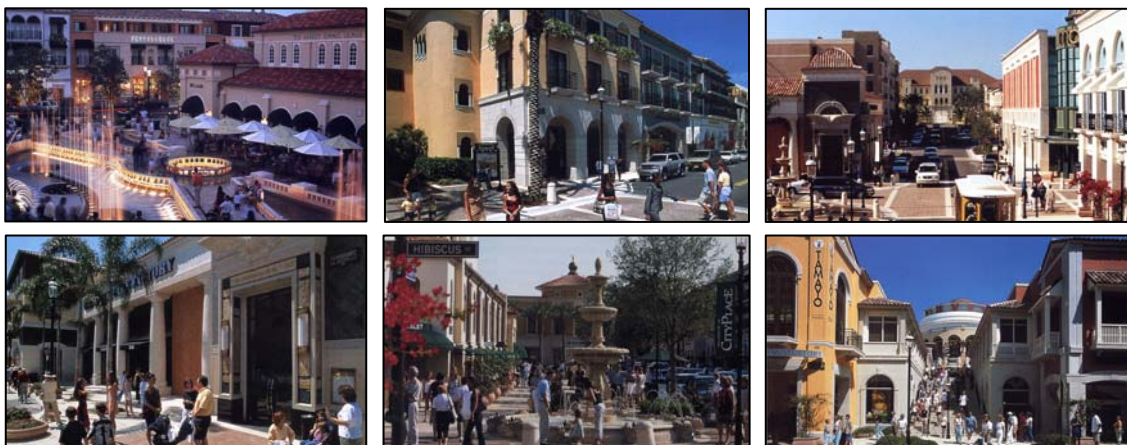


Example is of CityPlace in West Palm Beach, Florida

In a Non-Residential Mixed Use development, the “mix” of uses should be (using the CityPlace plan above as an example):



These pictures of CityPlace show how a Mixed Use Non-Residential development could look and feel.



Source [for CityPlace info]:
Schwanke, Dean, et al.
Mixed Use Development Handbook (Second Edition),
Urban Land Institute (ULI)
Development Handbook Series, 2005. Pages 302-309.

TRANSIT-ORIENTED DEVELOPMENT

Areas with this land use designation are also intended for a mixture of non-residential and residential uses, but this mixture should be higher density such that it helps support a nearby transit station. These areas are in locations that are consistent with commuter rail stations planned for by the North Central Texas Council of Governments (NCTCOG). These areas should have a minimum density of 70 units per acre in order to support transit as well as the uses within the Transit Oriented Developments. It should be noted that these rail locations are not likely to be changed, but that there may be an opportunity for the City to secure additional rail stations in the future (this is discussed further in the *Transportation Strategy*, Chapter 6).

This land use designation does not relate directly to any of the City’s current zoning districts. Therefore, a new zoning district may be needed to implement this type of land use (refer to the *Implementation Strategy*, Chapter 8, for more discussion). Use of a Planned Development (PD), which is an option in Frisco’s current zoning ordinance, would also likely be an effective way to achieve a *Transit-Oriented Development*.

ORIGINAL TOWN RESIDENTIAL

Areas with this land use designation are consistent with Frisco’s previous planning efforts related to the Original Town area. These areas have special historical significance for the City, and there is a specific zoning district related to them. There may be some non-residential uses in areas designated *Original Town Residential*, but they are currently and are intended to remain predominately residential. The City’s OTR, Original Town Residential, zoning district can be used to implement this land use designation.

Source: Plano Planning Department Website





ORIGINAL TOWN COMMERCIAL



The area with this land use designation is consistent with Frisco's previous planning efforts related to the Original Town area. This area encompasses Main Street, and there is a specific zoning district related to it. Like the *Original Town Residential* areas, the *Original Town Commercial* area is also important to the City's history. The *Original Town Commercial* area is intended for a mixture of non-residential and residential uses. The City's OTC, Original Town Commercial, zoning district can be used to implement this land use designation.



INDUSTRIAL



Areas with this use are intended for light industrial uses, commonly referred to as "tech-flex." Businesses engaged in warehousing, distribution, manufacturing are envisioned. Such businesses/uses may have outside storage. The City's Industrial (I) Zoning District can be used to implement this land use designation.



FLOODPLAIN/OPEN SPACE



Areas shown are consistent with the 100-year flood areas as identified by the Federal Emergency Management Agency (FEMA). In developed areas, the floodplain may be shown over development, although there has likely been some reclamation and rerouting of drainageways where development has occurred. In undeveloped areas, land uses have been shown adjacent to the floodplain, and not infringing into the 100-year floodplain areas. The Agricultural (A) Zoning District is perhaps the most directly related to this land use designation. However, this land use designation does not necessarily need to be implemented with a zoning district, because floodplain/open space areas can be within any zoning district.



Future Land Use Category Calculations

Table 4-3 lists the categories of land use by acreage for the City limits of Frisco and its ETJ. This information represents the calculations from the recommended, graphic pattern of land use shown on the *Future Land Use Plan* (Plate 4-2, page 4.10). Although municipalities in Texas do not have much land use control in the ETJ, land uses have been recommended therein for two principal purposes. One, if and when the City annexes an area, the recommended use of the land is known and it can be zoned accordingly. Second, it is important to know the intended land use when various types of studies are conducted by the City or other public entities. Examples of such studies include population projections, engineering studies, site location studies, and school enrollment projections.

Table 4-3
FUTURE LAND USE CATEGORIES – ACREAGES & PERCENTAGES
City of Frisco, Texas & ETJ

Land Use Category	CITY		ETJ		TOTAL		
	Acres	Percent	Acres	Percent	Acres	Percent	Acres Per 100 Persons ⁽¹⁾
Residential (Existing & Future)	23,498	60.7%	3,586	58.6%	27,084	60.4%	9.67
Technology	15	0.0%	551	9.0%	566	1.3%	0.20
Office	1,452	3.8%	193	3.2%	1,645	3.7%	0.59
Retail ⁽²⁾	2,580	6.7%	156	2.6%	2,736	6.1%	0.98
Public/Semi-Public	1,443	3.7%	0	0.0%	1,443	3.2%	0.52
Parks & Open Space ⁽³⁾	3,780	9.8%	526	8.6%	4,306	9.6%	1.54
Private Recreation	1,032	2.7%	0	0.0%	1,032	2.3%	0.37
Mixed Use Residential	765	2.0%	204	3.3%	969	2.2%	0.35
Mixed Use Non-Residential	2,458	6.3%	409	6.7%	2,897	6.4%	1.02
Transit-Oriented Development (TOD)	81	0.2%	178	2.9%	259	0.6%	0.09
Original Town Residential	53	0.1%	0	0.0%	53	0.1%	0.02
Original Town Commercial	110	0.3%	0	0.0%	110	0.2%	0.04
Industrial	775	2.0%	29	0.5%	804	1.8%	0.29
Floodplain/Open Space	2,898	7.5%	810	13.2%	3,708	8.3%	1.32
Total Acreage	38,718	100.0%	6,116	100.0%	44,834	100.00%	16.00

⁽¹⁾ Based on 278,000 people at ultimate capacity of the City limits and ETJ (See Table 4-9).

⁽²⁾ Retail uses may also develop in the mixed use categories and the TOD Category.

⁽³⁾ Includes projected park acreage (see Table 4-4 and discussion on following page), but only the existing park acreage of 1,558 acres is included in the Total.



Calculation of Parks & Open Space

As stated in the description of the *Park & Open Space* category, only areas that are currently utilized for park and open space purposes have been shown on the *Future Land Use Plan, Plate 4-2* (page 4.10). The exception to this is Grand Park, because the City has recently purchased this land with the intent to create a park/open space. However, showing a calculation of *Parks & Open Space* in *Table 4-3* (page 4.16) that is equal to Frisco's current acreage would not be correct. This would show current park acreage (approximately 1,558 acres) in relation to the City's projected ultimate population, and would therefore seem as though the City was not planning to increase its park acreage to meet population needs. After discussion with CPAC on this issue, there was a consensus that a better alternative would be to use the recommended ratio of park acreage-per-1,000 people (from the *Parks, Recreation & Open Space Master Plan*) to project the amount of park acreage that Frisco is likely to provide in an ultimate build-out scenario. *Table 4-4* below shows how the projected park acreage that is reflected in *Table 4-3* (page 4.16) was calculated.

<p><i>Table 4-4</i> CALCULATION OF PARK ACREAGE FOR TABLE 4-3 <i>City of Frisco, Texas</i></p>		
Average of Recommended Park Acreages within the <i>Parks, Recreation & Open Space Master Plan</i>	Ultimate Capacity in City Limits	Ultimate Capacity in City Limits & ETJ
	245,800	280,000
	ACREAGE CALCULATION BASED ON AVERAGE PARK RATIO	
15.38 Acres per 1,000 (or 1.538 Acres per 100)	3,780	4,306
<p>Notes: (1) The <i>Parks, Recreation & Open Space Master Plan</i> recommended a range of between 11.25 and 19.5 acres per 1,000 persons. The average of this range is used within this table. (2) The difference in acreage between the projection within the City and ETJ and within the City limits is assumed to be within the City's current ETJ area, and is shown as such in <i>Table 4-3</i>.</p>		



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Anticipated Population Growth & Capacity

Frisco's rapid population growth is documented in detail in the *Snapshot of the City*. It is important to consider this rapid growth in the context of planning for future land uses for numerous reasons. The principle reason is that the *Land Use Strategy* provides a basis for decision-making regarding the optimal pattern of land uses—this pattern inherently affects where population growth is likely to occur. Another reason is that the City will at some point reach its ultimate capacity for population growth given the fact that minimal geographic expansion is possible. This section of the *Land Use Strategy* explores the City's projected population growth in the next 20 to 30 years, as well as its ultimate population capacity and when that capacity might be reached.

Population Projections

The City regularly makes projections regarding Frisco's current population, based mainly on the issuance of certificates of occupancy. The most recent projected population number calculated by the City was as of September 2005. This estimate of 79,702 people has been used here as a basis from which to project what the population is likely to be in future years. *Table 4-5* shows the City's average annual compounded growth rates during various time periods since 1980. The population projections shown in *Table 4-6* are based on these rates, the recent average numbers of certificates of occupancy issued⁴⁻⁵, and the City's impact fee analysis.

Table 4-5
POPULATION GROWTH RATES SINCE 1980
City of Frisco, Texas

Year	Average Annual Compounded Growth Rates				
1980	6%	12%			13.4%
1990			18.5%		
2000				18.6%	18.8%
2005					

Table 4-6
POPULATION PROJECTIONS
City of Frisco, Texas

Year	Scenario A: 5% Growth Rate	Scenario B: 6.4% Growth Rate	Scenario C: 13.4% Growth Rate
1980	3,420	3,420	3,420
1990	6,138	6,138	6,138
2000	33,714	33,714	33,714
2005	79,702	79,702	79,702
2010	101,720	108,680	120,000
2015	130,000	148,200	180,000
2020	165,900	202,095	275,000
2025	211,730	275,600	280,000 in 2021
2030	270,230	280,000 in 2026	
2035	280,000 in 2031		
Residential Certificates of Occupancy Issued ⁽¹⁾	2,500	3,000	4,100

(1) Based on U.S. Census 2000 data: 2.78 average household size, 88.2% occupancy rate
Source: 1980, 1990 & 2000 Populations from the U.S. Census; 2005 Population from City Staff estimate as of September 1, 2005; 2010 through 2030 from Dunkin, Sefko & Associates, Inc.

⁴⁻⁵ Specific information is available in the Planning & Development Services Department.



For planning purposes, the relatively high growth rate represented by Scenario C is recommended. The 13.4 percent annual compounded growth rate projects a population growth of approximately 120,000 by 2010, approximately 275,000 people by 2020, and build-out soon thereafter. This is a rapid growth scenario, but is likely attainable and realistic for a City like Frisco—in 2003 the City issued 2,800 residential building permits, and in 2004, the City issued 3,400. In addition, the Scenario C growth rate is consistent with the City’s growth rate between 1980 and 2005 (refer to *Table 4-5*, page 4.19). Frisco’s population capacity is discussed in the following section; however, the Scenario C projection anticipates build-out within the City and ETJ in 2021. This growth rate will be used throughout the *Comprehensive Plan* in relation to the City’s future needs.

Ultimate Population Capacity

Frisco has a large amount of vacant land area (over 50 percent), much of which is designated on the *Future Land Use Plan* (*Plate 4-2*, page 4.10) for residential land use or residentially based mixed use. The City also has some ETJ area within which the City can grow geographically. Both the vacant area within the City limits and the ETJ provide developable land for population growth. In order to guide the City in planning for how many people will ultimately have to be supported, an assessment of Frisco’s ultimate population is provided. *Table 4-7* shows the calculation of ultimate population capacity within the City limits as they exist today. With additional population accommodated with vacant areas, and with the City’s current estimated population of 79,702 people, Frisco’s ultimate population capacity within the existing (as of September 2005) City limits is approximately 245,802 people.

Table 4-7 ULTIMATE CAPACITY PROJECTIONS BASED ON THE FUTURE LAND USE PLAN MAP City of Frisco, Texas					
Existing City Limits					
Acres/Lots	Average Number of Dwelling Units Per Acre	Occupancy Rate	Average Household Size	Percentage Developed	Estimated Population in Currently Vacant Areas
Residential					
Assumes the development pattern will result in 80% single-family, 20% other densities					
10,600	3.5	88.2%	2.78	80%	72,774
10,600	6	88.2%	2.78	20%	31,190
3,276	<i>vacant platted lots</i>	88.2%	2.78	n/a	8,030
Mixed Use Residential					
Assumes 80% of the acreage will be residential at varying densities*					
3,065	7	88.2%	2.78	80%	42,082
Mixed Use Non-Residential					
Assumes 20% of the acreage will be residential at varying densities*					
2,458	10	88.2%	2.78	20%	12,054
Population Accommodated Within Existing Vacant Areas Within the City Limits					166,100
Current Population					79,702
Ultimate Population Capacity of Frisco Within the City Limits					245,802
Assumes 2.78 average household size and 88.2% occupancy rate – Source: U.S. Census 2000					
* Refer to page 4.11 for specific information.					
** Refer to page 4.12 for specific information.					



There are several factors considered in the calculation of ultimate population capacity, as well as several assumptions. Considerations include vacant/ agricultural areas (shown on the *Existing Land Use* map, *Plate 4-1*, page 4.4), and areas planned for residential and mixed use development (shown on the *Future Land Use Plan*, *Plate 4-2*, page 4.10). Assumptions include the application of various densities (these are specifically listed in *Table 4-7*, page 4.20, and 4-8) in relation to these residential and mixed use areas, occupancy rates, and average household size numbers.

Table 4-8 shows the calculation of ultimate population capacity within vacant areas of the City's ETJ. It is important to note that this is not actually the ultimate population of the entire ETJ; rather, this number represents the population that can be accommodated only in vacant/agricultural areas of the ETJ. This is due to the fact that the current ETJ population is not known, and therefore, a true capacity number cannot be accurately calculated.

<p><i>Table 4-8</i> ULTIMATE CAPACITY PROJECTIONS BASED ON THE FUTURE LAND USE PLAN MAP Frisco's ETJ Area</p>					
Existing ETJ Area					
Acres/Lots	Average Number of Dwelling Units Per Acre	Occupancy Rate	Average Household Size	Percentage Developed	Estimated Population in Currently Vacant Areas
Residential					
Assumes the development pattern will result in 80% single-family, 20% other densities.					
3,350	3	88.2%	2.78	80%	19,715
3,350	6	88.2%	2.78	20%	9,860
Mixed Use Residential					
Assumes 80% of the acreage will be residential at varying densities*					
200	7	88.2%	2.78	80%	2,745
Mixed Use Non-Residential					
Assumes 20% of the acreage will be residential at varying densities**					
410	10	88.2%	2.78	20%	2,010
Additional Population Within Vacant Areas of the ETJ***					34,330
<p>Assumes 2.78 average household size and 88.2% occupancy rate – Source: U.S. Census 2000</p> <p>* Refer to page 4.11 for specific information.</p> <p>** Refer to page 4.12 for specific information.</p> <p>*** Not including the current population of the ETJ - this information is unavailable.</p>					



Table 4-9 provides summary information from Table 4-7 (page 4.20) and 4-8 (page 4.21). The cumulative result of the ultimate calculations in both the City and the ETJ result in an ultimate population capacity of approximately 280,000 people. Based on the recommended population projection in Table 4-6 (Scenario C, page 4.19), Frisco is likely to reach capacity in 2021.

Table 4-9 ULTIMATE CAPACITY PROJECTIONS BASED ON THE FUTURE LAND USE PLAN MAP City of Frisco, Texas & ETJ Area	
Ultimate Population Capacity of Frisco Within the City Limits	245,802
Additional Population Within Vacant Areas of the ETJ*	34,330
Ultimate Population Capacity of Frisco - City Limits & ETJ*	280,132
*Not including the current population of the ETJ - this information is unavailable.	

Parks, Recreation & Open Space Master Plan

Overview of the Process

Frisco leaders have recognized that a quality, diverse park system is key to continuing and enhancing the high quality of life for which the City strives for its citizens. Therefore, on a parallel track to this comprehensive planning process, the City has been engaged in an update of its park and recreation plan. The update is formally referred to as the *Parks, Recreation & Open Space Master Plan*. The planning program for updating the parks plan was similar to the process for this 2006 Comprehensive Plan. The City hired a consultant team and established a steering committee to work with the consultants.

Public input was also sought during the park planning process to determine what Frisco citizens felt were priorities for the City's park system. The top recreation-related facilities included hike and bike trails, playgrounds, and picnic areas/pavilions. The top athletic-related facilities included basketball courts, tennis courts, and athletic practice fields.

The process itself consisted of two phases: 1) analyzing the City's inventory and market (i.e., needs), and 2) drafting of the park master plan, including a priority ranking of facilities, an action plan, and an expenditure analysis. This has now been incorporated into this Comprehensive Plan on compact disc and by cross-reference on the City website.

High Priority Recommendations

High priority recommendations within the draft Plan *Parks, Recreation & Open Space Master Plan* consist of the following items (page 65):

- ❖ Trails;
- ❖ Recreation/multi-use center;
- ❖ Indoor aquatic center;
- ❖ Nature trail/greenways;
- ❖ Open spaces/natural areas;
- ❖ Outdoor swimming pool;
- ❖ Picnic areas/pavilions;
- ❖ Playgrounds;
- ❖ Benches/seating areas;
- ❖ Youth/teen center; and,
- ❖ Practice athletic fields.



Relationship Between the Park Plan and the 2006 Comprehensive Plan

It is important to note the distinction between the park and trail concepts discussed within this *Land Use Strategy*, the *Livability Strategy* (Chapter 5), and the *Transportation Strategy* (Chapter 6) of this *2006 Comprehensive Plan*, and the park and trail concepts put forth within the draft *Parks, Recreation & Open Space Master Plan*.

- ❖ This chapter, along with Chapters 5 and 6 of this Plan discuss parks and trails in relation to concepts such as:
 - Integrating or improving land uses;
 - Providing proximity to such areas for the benefit of property values (i.e., enhancing and sustaining values);
 - Connecting existing and newly developed areas to create value and to create cohesive neighborhoods;
 - Providing passive private park areas and open space; and
 - Integrating trails to provide an alternative to automobile.
- ❖ The *Parks, Recreation & Open Space Master Plan* discusses parks and recreation in greater detail by:
 - Discussing park types and related service areas—for example a community park should be between 25 and 200 acres and has a service area of several neighborhoods;
 - Providing active park areas and open space that are generally public;
 - Providing estimates for how much park acreage is needed based on accepted park-to-population ratios and park types, using the City's projected population;
 - Recommending specific park facilities, such as an indoor aquatic center, a youth/teen center, basketball courts, and softball fields; and,
 - Estimating the cost of high priority park facilities.

Ensuring that all of these concepts are reflected as the development of the City continues will be important to providing citizens with positive land use relationships, livability, sustainability, and adequate access to active parks. According to Frisco's City Charter [Section 9.04(1)], the *Parks, Recreation & Open Space Master Plan* must be adopted as part of the City's Comprehensive Plan. Therefore, the *Parks, Recreation & Open Space Master Plan* and any updates or amendments thereto are included within this *2006 Comprehensive Plan* by reference.

Land Use Policies

Following are the land use policies. The *Future Land Use Plan* is intended to be used in conjunction with these policies. The *Implementation Strategy* will outline specific ways in which the City can implement the land use policies, along with other recommended policies from other chapters of the *Comprehensive Plan*.

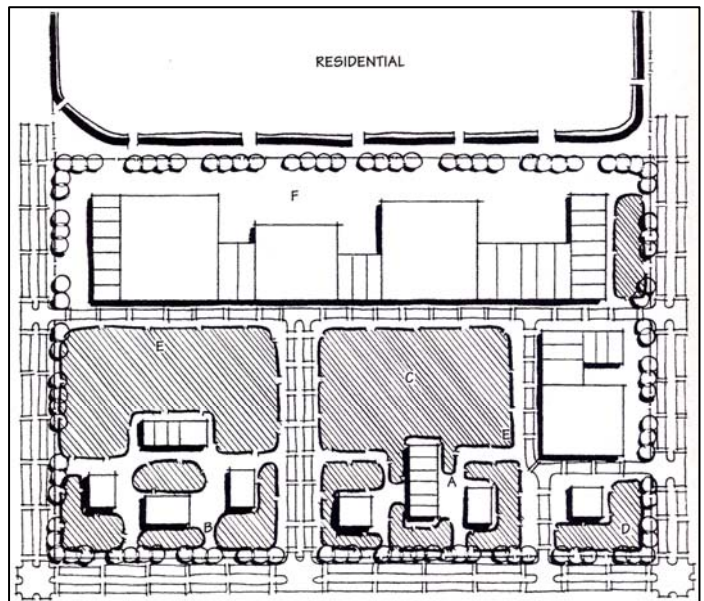
1. ENCOURAGE SUSTAINABLE, UNIQUE & ACCESSIBLE RETAIL DEVELOPMENT

- ❖ The design of retail areas has evolved over time. They are now typically single-use (as opposed to mixed use), retail developments that compete for high-visibility intersections and roadway corridors. They are also typically only accessible by automobile. This type of retail development, shown in *Image 4-2* below, has proved to be unsustainable. This fact is evident from the challenges that nearby cities, such as Plano, Richardson, and Carrollton, have faced. **Future retail development in Frisco should be developed with the following components**, which are exemplified in *Image 4-3* on the next page:

- **A mix of uses including residential and/or office**
- **Pedestrian and roadway connections to adjacent neighborhood areas**
- **Internalized parking with buildings out front** (as opposed to large parking lots located adjacent to the street)
- **Separation of parking** (to minimize wide expanses of concrete)
- **Minimized spacing between buildings**
- **Reduced setbacks** (to increase the visibility of the buildings)

- ❖ **The City should continue its policy of limiting retail development to two corners at key major intersection.** It should be noted that the retail nodes (circles) shown on the *Future Land Use Plan* at intersections throughout Frisco should be developed with

Image 4-2
TYPICAL RETAIL SITE LAYOUT



(A) Multiple outparcels and freestanding shops compete for attention and create confusing traffic patterns. (B) Parking between building and street eliminates a viable pedestrian environment. (C) Outparcels reduce the visibility of parking area and of storefronts as well. (D) Parking location weakens intersection visually. A missed opportunity for public space. (E) Expanse of parking and size of center discourage pedestrian access across site. (F) Expansive service area [i.e., loading area] creates underutilized paved area that requires screening and security while eliminating direct pedestrian or vehicle access to center. (Courtesy of the Talbot Group.)

Source: Hall, Kenneth B. and Gerald A. Porterfield. *Community By Design: New Urbanism for Suburbs and Small Cities*. MacGraw-Hill, 2001, page 190.



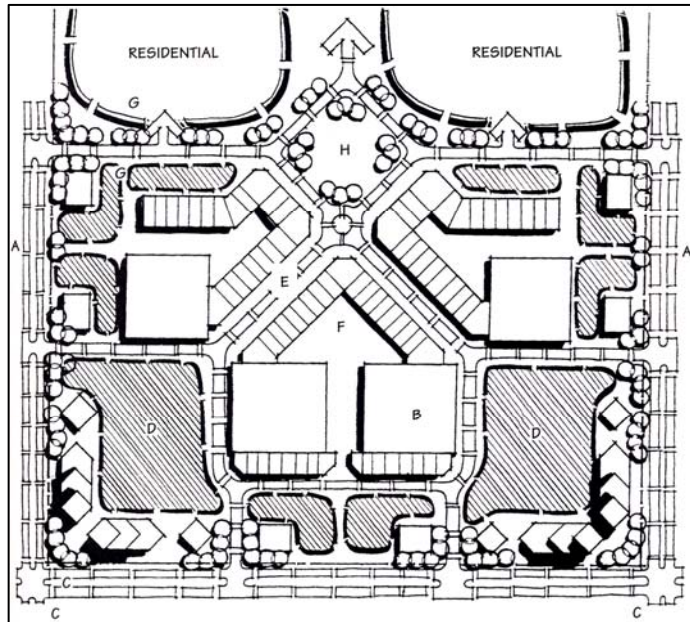
adherence to this policy. In general, **retail uses should be a maximum of 30 acres at any major thoroughfare intersection.** These 30 acres may be located entirely on one corner or divided on two corners (with a minimum of 15 acres on each corner). However, as with multiple-family development, **when retail is part of a mixed use development, all corners of an intersection may contain retail uses if they are integrated.**

- ❖ **Strip retail, other than at major intersections, should be avoided except when developed in a vertical mixed use concept.**
- ❖ **The size and type of retail development should be evaluated based on the proposed location.** The *Future Land Use Plan* does not differentiate the various types of retail. They are described as follows by type and location:

- **Neighborhood Retail**—Should be at intersections of collector or larger streets, should be easily accessible to pedestrians and bicyclists, and should be integrated throughout the City. Generally serves a one-mile radius. Examples include convenience stores, beauty salons, dry cleaners, coffee shops, day care centers, small grocery/pharmacy stores, and cafés.
- **Community Retail**—Should be at major intersections and along major roadways, and should be easily accessible to pedestrians, bicyclists, and automobiles. Generally serves a two- to five-mile radius. Examples include large grocery stores, restaurants (including drive-through), and shopping centers.
- **Regional Retail**—Should be along major roadways, and should be easily accessible to pedestrians, bicyclists, and automobiles. Generally serves a five- to ten-mile radius. Examples of regional retail include Stonebriar Centre, movie theaters, and big-box retailers. This also includes what is often referred to as “niche retail,” which is a specialized retail use that people travel to from further distances. Examples of this type of retail include an indoor amusement use like Dave & Buster’s, a specialty grocery like H.E.B.’s Central Market, and a unique movie-and-dinner theater like the Studio Movie Grill (in Addison).

Image 4-3

INTEGRATED, MIXED & PEDESTRIAN-FRIENDLY RETAIL SITE LAYOUT



(A) Separation of outparcels reduces confusion, and orientation reinforces streetscape. (B) Anchor stores' visibility remains the same, if not better. (C) Offices at intersection screen parking and foster public use of space. (D) Parking areas separated to reduce expansiveness and provide overlap [i.e., sharing] opportunities. (E) Main Street [feeling] with sidewalks and parallel parking recreates hometown feeling, reinforces neighborhood identity, and encourages pedestrian activity. (F) Service areas [i.e., loading areas] consolidated, internalized, and controlled for security. (G) Access road serves both commercial and adjacent residential. (H) Village green as focal point/gathering area. (Courtesy of the Talbot Group.)

Source: Hall, Kenneth B. and Gerald A. Porterfield. *Community By Design: New Urbanism for Suburbs and Small Cities*. MacGraw-Hill, 2001, page 190.



Stonebriar Centre – An Example of Regional Retail



- **Super-Regional Retail**—Should be along highways—such as U.S. Highway 380, State Highway 121, and the Dallas North Tollway—and should be mainly accessible to automobiles, but depending on location should ideally also be accessible to pedestrians and bicyclists. Generally serves over a 10-mile radius. Examples of super-regional retail include the new IKEA store, and the many sports venues within Frisco.

❖ One reason that retail uses are currently doing so well in Frisco is that many neighboring cities (e.g., Little Elm and Prosper) and unincorporated areas do not have much retail, and therefore, Frisco is capturing much of the retailing benefit from these communities. However, as these cities continue to develop, it will be difficult for Frisco to sustain and support continuing retail growth. **The City should utilize the Future Land Use Plan to allow for a reasonable amount of retail land use.**

❖ Table 4-10 shows that Frisco is competing and will continue to compete with Plano, McKinney, Allen and emerging cities to the north. Plano captured a high amount of the regional need for retail for many years, but is now struggling to sustain that amount of retail space. Plano's developed retail square footage is almost 10 percent is vacant⁴⁻⁶. For these reasons, this *Land Use Strategy* recommends an amount of *Retail* land use in Frisco that will result in reduced ratios (compared to the existing retail ratio). The ratio of straight retail uses to *Acres per 100 Persons* will be reduced when the City reaches its population capacity, as will the ratio of straight retail uses and mixed retail uses. **These reduced ratios will likely be more sustainable in future years, especially as surrounding cities experienced increased retail development that will meet the demand of their local populations.**

Table 4-10 RETAIL ACREAGES – CURRENT & ESTIMATED City of Frisco, Plano, & McKinney			
City	Population	Retail Acreage	Acres per 100 Persons
Current Estimated			
Frisco	79,702 ⁽¹⁾	1,756	2.20
Plano	247,000 ⁽²⁾	2,021 ⁽³⁾	0.82
McKinney	92,500 ⁽²⁾	1,900 ⁽⁴⁾	2.05
Projected/Anticipated Ultimate Capacity			
Frisco			
Retail Acreage Only	280,000	2,490	0.89
Retail Acreage + Mixed Use Residential & Non-Residential	280,000	3,964	1.42
Plano	270,000 ⁽⁵⁾	2,865 ⁽³⁾	1.06
McKinney	260,000 ⁽⁶⁾	5,411 ⁽⁶⁾	2.08

⁽¹⁾ Frisco Planning & Development Services Department as of September 2005.

⁽²⁾ NCTCOG Population Estimate as of January 1, 2005

⁽³⁾ City of Plano Planning Department, E-mail Correspondence on October 27th, 2005.

⁽⁴⁾ McKinney Comprehensive Plan 2004, Section 7: Land Use Element, Table 7.1, page 64

⁽⁵⁾ Plano Planning Department – Demographics – Quick Facts (from City website)

⁽⁶⁾ McKinney Comprehensive Plan 2004

⁴⁻⁶ City of Plano Planning Department, E-mail Correspondence on September 29th, 2005. Information originally from the 2005 Annual Shopping Center Survey and Forecast, by the Weitzman Group.



❖ In *Table 4-10* (page 4.27), *Retail* acreage is added to *Mixed Use Residential* and *Mixed Use Non-Residential* acreage to project an ultimate number of estimated acreages that could develop as retail.

- As discussed in the descriptions of the various land use categories, *Mixed Use Residential* is intended to develop with 80 percent residential uses and 20 percent non-residential uses, likely office and retail. Therefore, land within the *Mixed Use Residential* category has been projected to develop with 10 percent retail uses, leaving the remaining 10 percent of the non-residential acreage for office uses. This resulted in approximately 350 acres of retail from the *Mixed Use Residential* category.
- *Mixed Use Non-Residential* is intended to develop with 20 percent residential uses and 80 percent non-residential uses, likely office and retail. Therefore, land within the *Mixed Use Non-Residential* category has been projected to develop with 40 percent retail uses, leaving the remaining 40 percent of the non-residential acreage for office uses. This resulted in approximately 1,110 acres of retail from the *Mixed Use Non-Residential* category.
- The total amount of acreage for both types of mixed use can be found within *Table 4-3* (page 4.16).

❖ **This amount will also likely be more sustainable due to the following considerations**—this Comprehensive Plan advocates consideration of all these as new retail areas are created.

- **Unique** retail areas are more sustainable over time because they are not easily replaceable. The concept of uniqueness is not necessarily in the type of retail itself, but in the feeling that a unique retailing experience evokes.

We need to build a better mousetrap for shopping — with real places, the authentic places where people want to shop and dine, with housing and offices, with schools and libraries, etc., and most importantly just being together. Places that people [care] about...

Source: Retail shifts toward livability, says mixed-use expert. *New Urban News*, June 2005 Issue. www.newurbannews.com.

Numerous ways in which retail in Frisco can be designed to be unique are within this *Land Use Strategy*, as well as the *Livability Strategy*, Chapter 5.

- **Neighborhood-accessible** retail areas are sustained by adjacent residents, who often feel a sense of ownership to such areas. Highland Park Village is a good example of a retail area that was designed to be accessible to adjacent residents, and that has stood the test of time. Frisco's retail development will also be able to stand the test of time if it is designed to be accessible.

The distinctive layout and design of Highland Park Village have helped it to survive and prosper through seven decades of changes in retailing, and to remain a highly popular destination for shopping and dining...Originally constructed in 1931, the site has undergone substantial redevelopment since the mid-1970s and now includes an extensive network of brick paths and walkways, lush landscaping, benches, and trees.

Source: Charles C. Bohl. *Placemaking: Developing Town Centers, Main Streets, and Urban Villages*. ULI, 2003. Chapter 2, pg. 42



Source (for images): www.hpvillage.com



Highland Park Village



- **Regional retail draw** within Frisco is not likely to change for a long period of time. Examples include Stonebriar Centre and the retail uses along Preston. Even these retail uses will probably need to be redeveloped in the future, their prime locations will mean that their market value as retail opportunities will not likely diminish.
- **Mixed use retail areas have a built-in consumer/patron market**, much as neighborhood-accessible retail areas do. These areas have something that other single-use retail site lack—an on-site patronage that is drawn from the development's other use types (such as offices, residential, civic, etc.). Mixed use developments also retain the types of market support that single-use retail areas have, such as the nearby neighborhoods, the regional market, and the drive-by market. This leads to an increased level of sustainability to the retail component of such developments.

The on-site spending patterns of residents of a mixed use development represent a broad "range of goods and services, including food service and entertainment (at night and on weekends), groceries, apparel, personal services, and all the other retail categories found in shopping centers." With other housing units in "close by, especially within easy walking distance, this on-site/local market can start to add up. Capture rates, however, go down as the distance from the project increases."

Source: *Mixed Use Development Handbook*, ULI Development Handbook Series. Principle Author and Project Director: Dean Schwanke. Urban Land Institute (ULI), Washington, D.C., 2005.

- ❖ **Neighborhood retail uses should be distributed throughout the City so that they are easily accessible to residential development.** Residents living in nearby residential areas should ideally be able to walk to retail areas.
- ❖ Additional policies related to retail and mixed use development are within the *Livability Strategy*, Chapter 5.

2. PROVIDE LIMITED MULTIPLE-FAMILY DEVELOPMENT IN A MIXED USE CONCEPT

- ❖ The market for traditional apartment-type housing is waning as mixed use concepts that have a multiple-family component are increasing in market share⁴⁻⁷. The density that is provided by multiple-family development is necessary to support transit-oriented development (see *Plate 4-2*, page 4.10) and retail uses. Further, vertical multiple-family development in a variety of types, such as condominiums and large lofts, is not only ideal in terms of supporting surrounding uses, but is also ideal in providing housing choices for young professionals, young married couples, and seniors. **Multiple-family units in a vertical, mixed use development should be encouraged by the City, and only permitted when they are part of a vertical, mixed use development. Except where current zoning already allows for their development, new traditional multiple-family units should not be developed. Such units should be a small component of the development within areas designated for *Mixed Use Residential* and *Mixed Use Non-Residential* land use, and a larger component within areas designated for *Transit-Oriented Development* on the *Future Land Use Plan*, *Plate 4-2* (page**

⁴⁻⁷ J. Thomas Black. *Opportunity & Challenge: Multifamily Housing in Mixed Use Activity Centers*. National Multi Housing Council (NMHC). ADDRESS: www.nmhc.org. 1998.



4.10). (Refer to the descriptions of the *Mixed Use Residential*, page 4.11, and *Mixed Use Non-Residential*, page 4.12 and 4.13, land use descriptions for further detail.)

- ❖ **Multiple-family units should be permitted in mixed use developments, at a minimum ratio of approximately three square feet of apartment area for each square foot of retail.** A more dense ratio should be considered by the City based on the quality of the proposed mixed use development (refer to the *Livability Strategy* for characteristics of quality mixed use developments.)



Las Colinas (Irving) – An Example of Vertical Mixed Use

- ❖ The City's previous comprehensive plan, the *Millennium Plan*, established locational criteria for single-use, multiple-family development (i.e., traditional apartments). **This Plan generally supports new multiple-family development within a mixed land use scenario;** however, there are some areas currently zoned that allow the development of traditional apartments. Therefore, **the City should continue these location-based policies with regard to single-use multiple-family development.** Such policies are as follows:

- Apartment developments should be integrated with and be part of the surrounding neighborhood;
- Apartment developments should generally be a maximum of 20 acres or 350 units, whichever is greater;
- Apartment developments should be located at major thoroughfare intersections, not between intersections (i.e., mid-block);
- Apartment developments should not be located within 2,000 feet of any other multiple-family zoning district. This locational policy does not apply to two apartment developments located at the same intersection or within a vertical mixed use configuration, but does apply to two apartment developments (single-use) within a mixed use development; and,
- Apartment developments should not occupy more than one (1) corner of a major intersection. Apartments, however, may be located on all corners if (and only if) such apartments are designed and constructed as part of a mixed use development.

- ❖ Assisted living developments are also considered to be a type of Multifamily Residential use. While these uses are not specifically located on the *Future Land Use Plan*, they should incorporate the following guidelines:
 - Assisted living developments may be built as part of a church complex;
 - If possible, assisted living developments should be located next to or near public parks or private open space areas;
 - Assisted living developments may be adjacent to day care centers;



- Assisted living developments should be served by a collector street; and,
- Assisted living developments should be integrated with the surrounding neighborhood.

3. RESPECT SIGNIFICANT LOCAL DESTINATIONS

The City's many unique sports venues—Pizza Hut Park, Dr Pepper/Seven Up Ballpark, the Superdome, Central Park, Frisco Commons—have helped to make Frisco a recognized destination City. Other significant local destinations include the Original Town area, Frisco Square, and the Stonebriar Center. These areas are important to the City for a variety of reasons, such as providing uniqueness, allowing for spectator recreation, and preserving history. Other land-use based considerations include these areas importance as economic generators and activity generators, used by citizens and visitors alike. The *Future Land Use Plan* has been drafted in a manner respectful to these destinations. **Future land use decisions regarding the areas surrounding these destinations should be considered on the basis of ensuring their continued success and sustainability.**



Pizza Hut Park

4. ENCOURAGE MIXED USE DEVELOPMENT

- ❖ It should be noted that all the following policy statements relate to areas designated as *Mixed Use Residential* and *Mixed Use Nonresidential* on the *Future Land Use Plan* (Plate 4-2, page 4.10).
- ❖ Autonomously developed (i.e., single or separated) land uses have become the norm since the 1950s with the increase in suburban development and focus on the automobile. However, studies have shown that great neighborhoods—places where uses are mixed together such that people can easily access all types of uses to meet all of their needs—are more sustainable over time and long term value is created. Local Metroplex examples include:



Frisco Square



Legacy Town Center



West Village

▪ Additional Metroplex examples include:

- Mockingbird Station (at Mockingbird and US Highway 75 in Dallas),
- Addison Circle,
- Downtown Fort Worth,
- University Park, and
- Highland Park.

National examples include the Dupont Circle area in Washington, D.C., Queen Anne in Seattle, and the Hyde Park area in Austin⁴⁻⁸.

The City should not only *allow* for mixed use development, such development should be *encouraged*—for example, establishment of a mixed use zoning district (instead of having to use Planned Development zoning).

Source: Web Address www.hodgeman.org



Dupont Circle, Washington, D.C.

⁴⁻⁸ Richards, James, ASLA. *Places to Flourish: Placemaking that Nourishes Ideas, Creativity and Commerce*. Thesis for a Master of Landscape Architecture degree - University of Texas at Arlington.



- ❖ Existing, developed residential subdivisions could benefit from mixed uses as well. **Within pocket areas around subdivisions that have been left undeveloped, uses other than single-family residential should be considered—specifically, retail, office, townhouse or two-family residential.**
- ❖ **The *Future Land Use Plan* has been designed to support this policy with several land use categories intended to encourage mixed uses**—specifically, the Mixed Use Residential, Mixed Use Non-Residential, and Transit-Oriented Development categories. In each of these, the integrated development of various types of uses should be supported. However, it should be noted that **the mixed use categories are not intended to be fully developed with high density residential uses (i.e., apartments)—this type of use should only be a small component of any proposed development** (also see Policy #2).
- ❖ In areas that are not designated on the *Future Land Use Plan* for mixed use development, **the City should consider the following questions if a mixed use development is proposed:**
 - Is the mixed use development **compatible with adjacent properties?**
 - What is the **traffic impact on adjacent properties?**
 - What is the **traffic impact on other City thoroughfares?**
 - Do the **architectural features** of the mixed use development **tie the development together** and **are they compatible** with surrounding development?
- ❖ The concept of mixed use development is more than simply defining land uses. Successful mixed use developments, old and new alike, have key elements integrated within them that make them *feel* like special places. These elements, while they are not easy to define or outline, do include things like wide sidewalks, street trees, pedestrian furniture, central gathering spaces or focal points, etc. **Specific criteria that every mixed use development should be required to integrate is outlined in detail within the *Livability Strategy*, Chapter 5.**

5. PROVIDE FOR VARIED RESIDENTIAL DEVELOPMENT

Frisco has largely been developed over the last 10 to 15 years, and traditional suburban subdivisions abound. Quality housing is not a challenge in Frisco as it is in many cities. However, diverse housing is a challenge because it is practically nonexistent within the City (refer to the *Snapshot*, Chapter 1, for further discussion). The lack of such housing has likely affected Frisco's demographics—that is, the City has only small percentages of young, single adults and seniors.

The City should encourage the development of housing types other than single-family. The *Future Land Use Plan* is designed to support this policy with the *Residential* land use category, which is intended



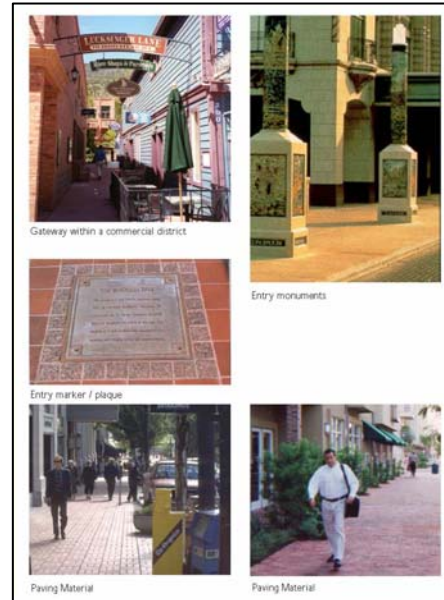
A Quadriplex Designed to Resemble a Large Single-Family House



to provide for all types of single-family, two-family, and quadriplex housing (designed to resemble large houses). The *Mixed Use Residential* land use category is also intended to provide for all types of residential housing, including a small amount of vertical multiple-family mixed use. Quality, well-designed townhomes, zero-lot-line homes, condominiums, carriage house units and the like are often sought-after because there are often not enough such units to meet the housing market needs.

6. SUPPORT ORIGINAL TOWN FRISCO

- ❖ The Original Town (Downtown) area is an interesting and special area of the City. Two land use categories are dedicated to Downtown—the Original Town Commercial category and the Original Town Residential category. These are based on previous studies done by the City (see image at the right), and on the City's current zoning districts for the area.
- ❖ The Original Town area is representative of what this *Land Use Strategy* is advocating—a mixed use area full of unique atmosphere and characteristics. Cities across the Metroplex are attempting to replicate such traditional downtowns (as evidenced by Southlake Town Center, etc.). Original Town Frisco is currently undergoing changes, such as Main Street reconstruction and the relocation of City Hall. **The City should continue to support additional retail and residential uses within the Original Town Commercial and Original Town Residential areas.**
- ❖ Another important component that will allow the Original Town area to flourish is to **provide connectivity to nearby sports venues, the new City Hall and Library, the proposed commuter rail station (in the vicinity), and other significant locales.** This will ensure that the Original Town area is not left behind as new development occurs.
- ❖ Additional policies related to the Original Town (Downtown) area are within the *Livability Strategy*, Chapter 5.



Frisco Original Downtown Architectural Design Standards (Page 18)

7. ENCOURAGE INFILL DEVELOPMENT & DEVELOPMENT ADJACENT TO DEVELOPED AREAS

- ❖ The term "sprawl" can be described as:
Land development predominately on the urban or suburban fringe that is characterized by low-density, separated and dispersed uses dependent on automobiles and economically segregated residential



areas. This has contributed to environmental degradation, increased traffic congestion, lessened community values, and reduced quality of life.⁴⁻⁹

The City should employ the following policies to combat sprawl:

- **Encourage mixed use development**, as discussed in Policy #4, beginning on page 4.31;
 - **Provide incentives for clustering development such that environmentally significant areas are protected and open space is conserved**, as discussed in the *Livability Strategy*, Policy #5, page 5.9.
 - **Encourage mixed housing types**, as discussed in the *Livability Strategy*, Policy #11, page 5.15;
 - **Require connectivity in new areas and improve connectivity in developed areas**, as discussed in *Livability Strategy*, Policy #14 through Policy #18 (beginning on page 5.21, various policy concepts relate under each).
- ❖ Often, cities are encouraging sprawl without intending to do so through infrastructure extension policies. Frisco should review its current extension policies with this fact in mind. Also, **the City should consider providing incentives for residential infill development and development that is contiguous to the City's developed area. The City should carefully consider participating in the cost of infrastructure provision for residential development that occurs on the fringe of the City's developed area.**
- ❖ The *Existing Land Use Map, Plate 4-1*, shows that there are pockets of undeveloped areas in between many of the developed portions of the City—these provide opportunities for infill. **The tiered system of evaluation outlined in the *Livability Strategy, Table 5-2* (page 5.18), is based on the size and location of development, and should be used to encourage "infill" development.**

8. ESTABLISH SPECIFIC POLICIES FOR MAJOR TRANSPORTATION CORRIDORS

- ❖ The City currently has a policy of not allowing residential uses to locate within 300 feet of the Dallas North Tollway. This *Land Use Strategy* supports continuing that policy.
- ❖ The City currently has a policy of not allowing residential uses to locate within 1,200 feet of State Highway 121 and U.S. Highway 380. This *Land Use Strategy* supports continuing that policy.
- ❖ Much in the way that State Highway 121 has developed, U.S. Hwy 380 should generally be nonresidential as shown on the *Future Land Use Plan*.
- ❖ Any residential development that is proposed in the vicinity of U.S. Highway 380 that does not adhere to these policies should be considered on the basis of economic impact (lack of nonresidential tax revenue), development size, remaining land availability for



Existing Retail Development Along Preston Road

⁴⁻⁹ Corrigan, Mary Beth, et al. *Ten Principles for Smart Growth on the Suburban Fringe*. Washington, D.C.: ULI – the Urban Land Institute, 2004. (Catalog Number T24.)



nonresidential development, and the exposure of the proposed development to the US Highway 380 frontage.

❖ **Preston Road should not be consumed with single-use, retail development.** This is a challenge for the City because the market is currently driving retail strip center development along roadways like Preston, which is evident by the type of uses that are there now.

- **Development should primarily be retail, but should be integrated with other types of uses, such as offices and residential development.** Connections to nearby residential development will be key to providing a uniqueness to the Preston Road corridor.

- **Adjacent developments should continue to be required to provide for cross and/or shared access between the developments.**

People in automobiles will then not have to utilize Preston Road to get from one development to another, thereby helping to minimize congestion.



Two Retail Uses Share a Driveway and Provide Cross Access

- **Shared parking should be encouraged.**

There are many uses that may need parking during the day but not at night, such as an office use, whereas another use may need parking at night, such as a dinner-only restaurant or movie theater. This would minimize the visual blight of wide, expansive parking lots.

❖ **Residential development should generally not occur along the railroad.** When residential development is permitted to occur, adequate buffering should be employed to minimize any land use conflicts. Landscape berms and trees that lessen noise are examples of buffering types that should be used.



Large Expanses of Parking Are Often Left Vacant – Shared Parking Can Reduce This



9. SUPPORT EXISTING DEVELOPMENT

- ❖ Oftentimes, land use plans and comprehensive plans in general focus on new development, and policies that address existing areas are not established. However, citizens and stakeholders in this comprehensive planning process have continually stated that policies for existing developed areas are important. **The City should allocate resources on an annual basis to maintain developed areas to a level of quality consistent with Frisco in general.**
- ❖ **Non-residential and residential infill development should be encouraged.** Wherever possible, such development should take advantage of the location of the parks and open spaces by orienting homes and businesses in an optimal configuration in relation to the parks/open spaces, as is discussed in the *Livability Strategy*. For example, this small, niche-type development could occur in the vacant area adjacent to and east of Frisco Commons.
- ❖ Other policies related to existing development are within the *Livability Strategy*, Chapter 5.



An Existing Developed Area of Frisco – Roadways & Landscaping Will Need Maintenance as the Area Ages

10. INTEGRATE LAND USES WITH THE TRANSPORTATION SYSTEM

- ❖ Transportation is inherently linked to land use. The type of roadway dictates the use of adjacent land, and conversely, the type of land use dictates the size, capacity and flow of the roadway. However, roadways are often developed and improved only on the basis on the amount of traffic they are carrying or are anticipated to carry, without much consideration for the type of land use that is or is expected to develop along them. **It is recommended that the City adopt the following general land use policies in relation to transportation.** These are discussed in depth within the *Transportation Strategy*, Chapter 6.
 - **Mixed use areas should have unique street standards that enhance the pedestrian environment** (Transportation Strategy Policy #1, page 6.38, and Policy #3, page 6.39).
 - **Areas designated as *Transit-Oriented Development* on the *Future Land Use Plan* (Plate 4-2, page 4.10) should be designed to facilitate transit vehicle circulation, and should have pedestrian-oriented amenities** (Transportation Strategy Policy #6, beginning on page 6.40).
 - **High volume non-residential corridors, such as Preston Road, should have established access management policies that are employed as development occurs to facilitate optimal mobility, while also providing accessibility** (Transportation Strategy Policy #7, page 6.42).



11. PROVIDE POSITIVE LAND USE RELATIONSHIPS FOR PUBLIC/SEMI-PUBLIC USES

- ❖ **Elementary schools should be centrally located within a residential neighborhood** to prevent the crossing of major roadways to access the school. **Elementary schools should be accessible from at least one collector street** (not from a major or minor thoroughfare), which ideally connect to the neighborhood's peripheral thoroughfare (within approximately 1,200 feet of the elementary school).
- ❖ **Middle and High Schools** have a larger student population and **need to be located along major and minor thoroughfares.**
- ❖ Whenever possible, **schools should be co-developed with City parks adjacent to the site.**
- ❖ **Large church congregations and “campuses” (multiple buildings with different uses) should be located where traffic and needed circulation will be accommodated. Other suggested parameters include:**
 - Churches should be located along major and minor thoroughfares;
 - Churches should have direct access from a median opening (if located on a divided thoroughfare);
 - Parking areas should be screened with landscaping or berms; and,
 - Churches should not be located at residential subdivision entrances;
- ❖ **Day care centers may be located within corporate business parks** (i.e., privately-run day care centers marketed to employees).
- ❖ **Day care centers may be included in retail developments, mixed use developments, and in neighborhood-oriented retail areas.**
- ❖ Other suggested locational **parameters for day care centers** include:
 - Day care centers should be located along major and minor thoroughfares, or as part of a mixed use development (on a collector street or higher);
 - Day care centers should have direct access from a median opening (if located on a divided thoroughfare);
 - The architectural character of day care centers should be compatible with surrounding residential uses;
 - Parking areas should be screened with landscaping or berms;
 - Day care centers should not be located at residential subdivision entrances; and
 - Day care center sites located in residential zoning districts may be replatted for single-family residential development if the day care use is discontinued.



12. PROVIDE FOR POSITIVE TRANSITIONS FROM ONE LAND USE TYPE TO ANOTHER

- ❖ While it does not occur very frequently, there may be some cases where an area that is designated and/or developed as **residential may desire to transition to a non-residential use**. If this is the case, **the City should require the following**:
 - The area should be physically appropriate for non-residential uses.
 - The area should be an extension of other non-residential zoning and is not separated from other non-residential zoning by a major thoroughfare (or larger).
 - The rezoning will not create a situation where non-residential traffic will negatively impact established and proposed future neighborhoods, schools, and/or parks.
 - The rezoning will not leave any residual tracts of residentially-zoned property or an area designated for residential use on the *Future Land Use Plan* (Plate 4-2, page 4.10).
 - The rezoning should provide for an appropriate transition between non-residential and residential uses through separation by distance, screening, or land use, if positive integration of residential and non-residential land uses is not possible.
- ❖ Occasionally, there will be a case where **existing areas that are designated and/or developed as non-residential may desire to transition to a residential use**. If this is the case, **the City should require the following**:
 - The area should be physically appropriate for residential uses.
 - The area is an extension of a residential neighborhood shown on the *Future Land Use Plan* (Plate 4-2, page 4.10) and is not separated from the neighborhood by a major thoroughfare (or larger).
 - The rezoning will not create a situation where non-residential traffic will negatively impact established and proposed future neighborhoods.
 - The proposed non-residential development is not located in an area that encourages or requires access into or through existing or proposed residential area.
 - The rezoning would not result in a shortage of land designated for non-residential development.
 - The rezoning would not diminish the land base considered prime for future economic expansion.
 - The rezoning would not leave a residual tract of non-residentially-zoned property which would not conform to the *Future Land Use Plan* (Plate 4-2, page 4.10) or which would negatively affect the proposed residential use.
 - The rezoning would provide for an appropriate transition between residential and non-residential uses through separation by distance, screening, or land use (i.e., creek, four-lane roadway, etc.), if positive integration of residential and non-residential land uses is not possible.

